

## Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 PER-01 SS-15 NSC-05 A-01 L-03 SAJ-01

CIAE-00 INR-07 NSAE-00 /046 W  
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R 171100Z FEB 76

FM AMCONSUL LENINGRAD  
TO SECSTATE WASHDC 1982  
AMEMBASSY MOSCOW

C O N F I D E N T I A L SECTION 1 OF 2 LENDING 0246

EO 11652GDS

TAGS: PFOR, OGEN, APER, UR, US

SUBJ: TERMINATION OF EMPLOYMENT OF CONGEN'S TOP LOCAL EMPLOYEE

REF: LENDING 200, 75 LENDING 1763, 75 MOSCOW 16225, 75 MOSCOW  
16599

1. BEGIN SUMMARY. CONGEN APPROACHES TO BOTH DIPLOMATIC SERVICE AGENCY (UPIP) AND DIPLOMATIC AGENCY (LENGING OFFICE OF MINISTRY OF FOREIGN AFFAIRS) HAVE BEEN UNAVAILING WITH REGARD TO REINSTATEMENT OF CONGEN'S TOP LOCAL EMPLOYEE, MISS EMMA PETROVNA BODROVA, WHO WAS ABRUPTLY REQUIRED TO TERMINATE HER EMPLOYMENT ON FEBRUARY 9, 1976. THIS MESSAGE PROVIDES SUBSTANCE OF DISCUSSIONS WITH SOVIET OFFICIALS REGARDING DISMISSAL, ITS RELATIONSHIP AS WE SEE IT TO CONGEN OPERATIONS VIS-A-VIS STAFFING AND OPERATIONS OF SOVCONGEN SAN FRANCISCO, AND OUR RECOMMENDATIONS ON WHERE TO GO FROM HERE. END SUMMARY.

2. AS REPORTED LENDING 200, CONGEN'S TOP LOCAL EMPLOYEE FUNCTIONING AS ADMINISTRATIVE SPECIALIST AND ALL-AROUND EXPEDITER, EMMA PETROVNA BODROVA, INFORMED CONGEN SUDDENLY ON FEBRUARY 9 THAT SHE WOULD TERMINATE HER EMPLOYMENT AS OF FOLLOWING DAY. OFFICIALLY, SHE PROVIDED NO REASONS FOR THIS ACTION. UNOFFICIALLY, BODROVA INDICATED THAT SHE WAS BEING REQUIRED TO RESIGN DUE TO UPIP'S DISSATISFACTION WITH HER AND, ESPECIALLY,  
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PERSONALITY CONFLICT WITH HEAD OF UPIP'S PERSONNEL CHIEF,

MI.I. KRYLOV.

3. BODROVA WAS ONE OF THE ORIGINAL EMPLOYEES OF CONGEN, JOINING THE STAFF IN AUGUST 1973 SHORTLY AFTER THE OFFICIAL OPENING OF THE POST. HER STRONG WILL AND PERSISTENCE IN HANDLING DIVERSE TASKS MADE HER AN INVALUABLE EMPLOYEE DURING THE INITIAL PHASE OF POST OPERATIONS AS WELL AS A KEY PERSON IN THE LATER TRANSITION TOWARD DEVELOPING ROUTINES AND PROCEDURES SO IMPORTANT TO THE ESTABLISHMENT OF A NEW POST. INDEED, ON THE EVE OF BODROVA'S FORCED RESIGNATION, CONGEN WAS JUST PREPARING TO INSTITUTE REVISED SALARY SCALE FOR LOCAL EMPLOYEES WHICH WOULD HAVE RECOGNIZED HER CONSISTENTLY HIGH PERFORMANCE WITH LEADING COMPENSATION. CONGEN KNOWS FOR FACT THAT BODROVA WAS ENTIRELY SATISFIED WITH EMPLOYMENT, BUT INEVITABLY FACED PERIODIC FRUSTRATIONS WITH THE VARIOUS BRANCHES OF THE SLOTHFUL UPIP ORGANIZATION. SHE BORE THESE WELL AND SHOWED EVERY INDICATION OF BEING THE IDEAL LOCAL EMPLOYEE IN THE SOVIET SETTING AND A PERSON WHO COULD PLAN AN INVALUABLE ROLE IN MAINTAINING CONTINUITY OF ADMINISTRATIVE OPERATIONS DURING TRANSITION PERIODS OF SUPERVISORY AMERICAN PERSONNEL. THE FOREGOING THUS ILLUSTRATES THE QUALITIES AND POTENTIAL WHICH CONGEN HAS LOST DUE TO HER FORCED RESIGNATION.

4. DPO MATTHEWS AND ADMIN OFFICER BLAKEBURN CALLED ON THE CHIEF OF THE UPIP, GEORGIY VASIL'YEVICH POPOV, ON FEBRUARY 10 TO DISCUSS THE SITUATION. POPOV AND HIS DEPUTY, YURIY B. GROMOV, BLANDLY ASSERTED THAT BODROVA LEFT ENTIRELY "AT HER OWN WISH" AND THAT CONGEN WOULD BE PROVIDED WITH REPLACEMENT OF EQUAL OR HIGHER QUALIFICATIONS. CONGEN OFFICERS FIRMLY PROTESTED BODROVA'S DEPARTURE AND, WITHOUT NAMING HER AS SOURCE, INDICATED PLAINLY THAT THEY DID NOT ACCEPT VERSION THAT SHE LEFT OF HER OWN WISH. CONGEN OFFICERS MADE OBVIOUS POINTS THAT INTEGRITY OF SOVIET STAFF WAS VERY IMPORTANT ISSUE BOTH OPERATIONALLY AND IN PRINCIPLE AND REMINDED POPOV THAT CONGEN LENINGRAD'S SITUATION WITH RESPECT TO SOVIET EMPLOYEES WAS DIRECTLY LINKED, AS HE KNEW, TO STAFFING OF SOVCONGEN SAN FRANCISCO. THEY FURTHER REMINDED POPOV THAT CONGEN HAS CONFIDENTIAL

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HAD REQUEST IN FOR FOUR MONTHS FOR TWO PAINTERS AND, MORE RECENTLY, REPLACEMENTS FOR TWO DEMONSTRABLY LAZY AND INEFFICIENT LABORERS DISMISSED FOR CAUSE. GROMOV SAID THAT BODROVA HAD "WANTED TO LEAVE" CONGEN EMPLOYMENT SOME MONTHS AGO, BUT HAD STAYED ON NEVERTHELESS. CONGEN OFFICERS SAID THEY DOUBTED THIS AND, IN ANY EVENT, ABRUPT TERMINATION OF EMPLOYMENT COULD ONLY RAISE NUMBER OF GENUINE DOUBTS ABOUT WILLINGNESS OF UPIP TO FULFILL

SUPPOSED MISSION OF ASSISTING CONGEN WITH ITS PERSONNEL NEEDS. POPOV AND GROMOV STUCK TO BASIC LINE THAT BODROVA LEFT OF OWN ACCORD, BUT APPEARED UNEASY WHEN TOLD THAT HER DISMISSAL WOULD BE REPORTED TO EMBASSY MOSCOW AND DEPARTMENT AS INSTANCE OF INTERFERENCE WITH CONGEN OPERATIONS. AFTER FURTHER REHASHES OF RESPECTIVE VIEWPOINTS, CONGEN OFFICERS CONCLUDED MEETING.

5. AS NEXT STEP IN DEMARCHE HERE, CONSUL GENERAL NEUBERT AND DPO MATTHEWS CALLED ON HEAD OF DIPLOMATIC AGENCY, GEORGIY IVANOVICH POPOV, ON FEBRUARY 13. HE ALLOWED AS HOW HE WAS FULLY BRIEFED ON CONVERSATION WITH UPIP (HE PROBABLY HEARD TAPE) AND STUCK TO SAME STORY REGARDING BODROVA'S DESIRE TO TERMINATE EMPLOYMENT. CONSUL GENERAL SET FORTH IN DETAIL OUR VIEW THAT BODROVA'S DISMISSAL WAS NOT RPT NOT IN ACCORDANCE WITH ASSURANCES WHICH U.S. HAD RECEIVED AS RECENTLY AS NOVEMBER 1975 IN CONNECTION WITH RESOLVING STAFFING LEVEL OF SOVCONGEN SAN FRANCISCO AND CONGEN LENINGRAD'S NEED FOR SOVIET EMPLOYEES, QUOTING KOMPLEKTOV (MFA USA DIVISION) THAT

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ACTION EUR-12

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CIAE-00 INR-07 NSAE-00 /046 W  
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R 171100Z FEB 76  
FM AMCONSUL LENINGRAD  
TO SECSTATE WASHDC 1983  
AMEMBASSY MOSCOW

C O N F I D E N T I A L SECTION 2 OF 2 LENINGRAD 0246

"SOVIETS WOULD CONTINUE TO PROVIDE SOVIET-CITIZEN EMPLOYEES AS DESIRED" (PARA 2, 75 MOSCOW 16225). POPOV REJOINED THAT NO ONE COULD GUARANTEE PERMANENT EMPLOYMENT AND ATTEMPTED TACTICAL DIVERSION BY REFERRING TO CONGEN'S DISMISSAL OF TWO LABORERS. DISCUSSION OF THIS FINALLY RESULTED IN POPOV'S CONCEDING THAT DISMISSAL FOR CAUSE - AND HE AGREED THAT LAZY LABORERS REFUSING SIMPLE REQUESTS WAS UNACCEPTABLE -- WAS NOT QUITE SAME. POPOV MADE POINT OF CALLING IN UPIP PERSONNEL CHIEF KRYLOV TO CHIDE

HIM FOR NOT GIVING CONGEN NOTICE WHEN BODROVA ALLEGEDLY SAID IN JUNE 1975 THAT SHE WISHED TO LEAVE HER EMPLOYMENT. IN FURTHER ATTEMPTS TO MUDDY THE WATERS, POPOV ALSO REFERRED TO SEVERAL CONGEN DIPLOMATIC NOTES IN EARLY 1976 PROTESTING VARIOUS INCIDENTS AND DENIAL OF CONSULAR ACCESS, AND PROMPT ATTENTION TO ARRANGING CALL ON LENINGRAD MAYOR FOR VISITING SENATOR BROOKE, AS EXAMPLES OF (A) MATTERS IN WHICH DIPLOMATIC AGENCY OCCASIONALLY DID NOT AGREE WITH U.S. VIEWPOINTS (THE NOTES) AND (B) DEMONSTRATED WILLINGNESS TO BE FORTHCOMING (BROOKE VISIT). GETTING BACK TO CASE OF BODROVA, POPOV ESSENTIALLY SAID HER DEPARTURE WAS CLOSED MATTER AND, LIKE UPIP, SAID QUALIFIED RELACEMENT WOULD BE PROVIDED. CONSUL GENERAL RESTATED CONGEN VIEWS ON NEED FOR EXPERIENCED EMPLOYEES AND THEIR CONTINUITY, ETC., AND ADVISED POPOV THAT MOSCOW AND WASHINGTON WOULD BE INFORMED OF MATTER ACCORDINGLY. POPOV GAVE ASSURANCES, WHICH HE REITERATED FIRMLY SEVERAL TIMES, THAT DIPLOMATIC AGENCY HAD EVERY DESIRE TO FURTHER GOOD RELATIONS AND FACILITATE CONGEN OPERATIONS IN LENINGRAD, AND THAT BODROVA'S CASE SHOULD THEREFORE IN NO WAY BE REGARDED AS EVIDENCE TO CONTRARY. CONSUL CONFIDENTIAL

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GENERAL SAID HE WOULD INCLUDE THESE ASSURANCES IN REPORT.

6. COMMENT: WE SEE NO REASON NOT TO ACCEPT POPOV'S REPEATED ASSURANCES THAT LOCAL AUTHORITIES DO NOT INTEND TO CAUSE DIFFICULTIES IN OPERATIONS OF CONGEN. FACT IS, HOWEVER, THAT BODROVA'S FORCED DEPARTURE DOES CAUSE US DIFFICULTIES AND, MORE IMPORTANTLY, DEPRECIATES THE EFFECT OF KOMPLEKTOV'S ASSURANCES ON SOVIET-CITIZEN EMPLOYEES SINCE, AS NOTED TO POPOV, NO ORGANIZATION CAN FUNCTION EFFECTIVELY WITH UNEXPECTED AND ARBITRARY TURNOVER OF KEY PERSONNEL. CONTINUITY OF SERVICE IS AN IMPLICIT AND IMPORTANT COROLLARY TO ASSURANCES ON EMPLOYING SOVIET CITIZENS "AS DESIRED." BEING ABLE TO COUNT ON CONTINUITY OF SERVICE PARTICULARLY OF KEY SOVIET EMPLOYEES IS, MOREOVER, CLOSELY RELATED TO OUR UNDERSTANDINGS WITH SOVIETS ON STAFFING OF CONGENS IN SAN FRANCISCO AND LENINGRAD; SOVIET EMPLOYEES IN SAN FRANCISCO -- TIED IN STAFFING RATIO TO LENINGRAD SITUATION -- ARE NOT SUBJECT TO MISCHIEVOUS AND ABRUPT DISMISSAL. DEPRECIATION OF SOVIET ASSURANCES IS ALL THE MORE EVIDENT BECAUSE BODROVA'S DEPARTURE IS THIRD TIME IN BRIEF HISTORY OF CONGEN THAT SATISFACTORY EMPLOYEES (ONE CONGEN DRIVER AND COOK AT RESIDENCE) HAVE SUDDENLY ENDED THEIR EMPLOYMENT UNDER PRESSURE FROM SOVIET AUTHORITIES.

7. RECOMMENDATIONS: WE BELIEVE THAT IT IS NECESSARY TO MAKE CLEAR AT APPROPRIATE HIGHER LEVELS THAT U.S. SIDE IS DISTURBED BY IMPLICATIONS OF THIS CASE FOR OUR CONTINUED EFFECTIVE OPERATIONS HERE. WE RECOMMEND SPECIFICALLY THAT EMBASSY MOSCOW TAKE OCCASION (A) TO NOTE TO FOREIGN MINISTRY

OUR CONCERN OVER FACT THAT, DESPITE KOMPLEKTOV'S RECENT  
RESTATEMENT OF SOVIET ASSURANCES ON SOVIET EMPLOYEES AT CONGEN  
AND DESPITE POPOV'S ASSURANCES (WHICH WE ACCEPT) THAT THERE IS  
NO SOVIET INTENTION TO HAMPER CONGEN OPERATIONS, WE FIND IT  
IMPOSSIBLE TO RETAIN KEY EMPLOYEES AND DIFFICULT AND  
INORDINATELY TIME CONSUMING TO OBTAIN NEW ONES, AND (B)  
THAT UNLESS THERE IS VISIBLE IMPROVEMENT IN SITUATION IN NEXT  
FEW MONTHS, IT MAY REGRETTABLY BE NECESSARY FOR THE U.S.  
SIDE TO RECONSIDER THE RELATIONSHIP BETWEEN THE PERSONNEL  
SITUATIONS IN LENINGRAD AND SAN FRANCISCO. (WE DID NOT MENTION  
TO POPOV POSSIBLE IMPLICATIONS FOR STAFFING OF KIEV AND NEW  
YORK BUT SEEMS TO US THAT WE WILL WANT TO TAKE THEM INTO  
ACCOUNT AND THAT IT MIGHT BE APPROPRIATE TO MENTION THIS ALSO  
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TO SOVIETS NOW). WE ALSO RECOMMEND THAT DEPARTMENT MAKE  
SIMILAR DEMARCHE AT APPROPRIATE LEVEL IN WASHINGTON.

8. WHILE WE DOUBT THAT SUPPORTING DEMARCHES IN MOSCOW AND  
WASHINGTON WILL OBTAIN BODROVA'S RETURN TO OUR EMPLOY, WE WILL  
REFRAIN FROM MAKING FORMAL REQUEST FOR HER REPLACEMENT FOR  
TIME BEING. IT WOULD BE USEFUL IN REQUESTING HER REPLACEMENT TO  
REFER TO ANY NEW ASSURANCES WHICH MAY COME OUT OF MOSCOW OR  
WASHINGTON APPROACHES.  
NEUBERT

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
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